



Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact support@jstor.org.

II. PHILANTHROPY, CHARITIES AND SOCIAL PROBLEMS.

Secretaryship of the National Conference.—Mr. Joseph Byers, secretary of the Ohio Board of State Charities, has succeeded Mr. Homer Folks as secretary of the National Conference of Charities and Correction, the latter, who assumed the duties of this office on October 1, as announced in the ANNALS for November, 1901, having since been appointed Commissioner of Public Charities in New York City. Mr. Byers has occupied his position in Ohio ten years, and has been an active worker in the National Conference.

Mr. H. H. Hart has been secretary of the National Conference since the creation of that office in 1894. Referring to the position which he now relinquishes in the National Bulletin of Charities and Correction, Mr. Hart, after describing the policy of the conference in other respects, speaks as follows:

The general secretary has acted as a connecting link between the National Conference and the state conferences. He has assisted in organizing many of the state conferences, and has thrown the weight of his influence in favor of the same policy which has made the National Conference a success; namely, simplicity and informality of organization; a free platform with few papers and abundant extemporaneous discussion; avoidance of platforms and resolutions, which consume time, create controversy, and carry little influence; avoidance, as a rule, of direct efforts to promote legislation, but the use of such efforts in extraordinary cases where there is general agreement that legislation is imperatively needed, and the use of the conference as an educational force for the creation and crystallization of a healthy public sentiment. Most of the state conferences have adhered quite steadfastly to these principles, and have grown in interest and value accordingly.

State Conferences.—Several of the state conferences have been held since the above mentioned article appeared, and have served to illustrate the value of the policy described. The Indiana conference held at South Bend, October 15 to 17, the Missouri conference held in Columbia, in the buildings of the State University, November 18 and 19, the New York conference, held in New York City, November 19 to 22, the Minnesota conference, held in Owatonna, November 19 to 21, the Michigan conference, held at Ionia, December 10 to 12, and the New Jersey conference at Trenton, February 19 and 20, were in each case of the greatest importance to the local charitable and correctional interests concerned. The state conference has one

advantage over the National Conference, in that the discussions may be more directly fruitful, because the different members have in mind the same conditions, and may join issue with a clearer understanding of the precise evils to be remedied and the particular reforms which are of the greatest immediate interest.

Cuban Conference.—The first Cuban Conference of Charities and Correction will be held in Havana, March 19 to 22. Several American delegates are expected to be present.

Social Workers in Municipal Office.—Mr. Robert W. de Forest, president of the New York Charity Organization Society, and Mr. Lawrence Veiller, assistant secretary of the same society, have been appointed respectively Commissioner and First Deputy Commissioner of tenement houses in New York City; Mr. Thomas W. Hynes, president of the Brooklyn Council of the Society of St. Vincent de Paul, as Commissioner of Correction; Mr. James B. Reynolds, head worker in the University Settlement, as secretary to the mayor; and there are several other appointments from the ranks of social workers in Mayor Low's official family.

San Francisco Directory.—A new Charities Directory of San Francisco has been published, compiled by Mary Roberts Smith, Ph.D., associate professor of sociology, Stanford University, and Cora Bell Kimball. The first similar directory was published in 1894, and is, of course, now out of date, so that the labor involved in the present compilation is practically as great as if it were an entirely new undertaking.

This publication is an instance of co-operation, the printing being done at the city's expense, the Associated Charities having contributed the use of an office, a considerable amount of information and of clerical assistance, the Merchants' Association paying for the necessary typewriting, postage and stationery, and the oversight of the work, as has been indicated, having been undertaken by a member of the faculty of Stanford University.

A New State Board.—The last Nebraska Legislature enacted a law creating a State Board of Charities and Correction. As the constitution does not provide for any additional executive officers, it is necessary that some of the present state officers should constitute this board, and the law provides that the Governor, Land Commissioner and Secretary of State shall be the members.

Decrease of Crime in England.—If the statistics of prison population, showing a decrease both absolutely and in proportion to the population outside, be taken as a satisfactory evidence of decrease in crime, then England continues to keep up the good record which she has shown in this direction for more than twenty years. The prison

population has shown various fluctuations since 1877, when the daily average number imprisoned reached nearly twenty thousand. There was a steady decline in the daily average from 1877 to 1892, when it reached 12,663. Since that time the daily average population has fluctuated from 13,000 to 14,739. When we take the whole number of persons committed to prison in England and Wales since 1885 we find that the number of prisoners committed on indictment has decreased 28.8 per cent absolutely and 41.8 per cent relatively to population, and that the number of those committed summarily has decreased 5 per cent absolutely and 22.5 per cent relatively to population. It will thus be seen that the decrease in summary commitments has been much smaller than on indictment, indicating that the decrease has been in the direction of more serious offenses. This conclusion is borne out by the number of sentences to penal servitude. The decrease has been great and progressive. During the five years ended December 31, 1859, the yearly average number of persons sentenced on indictment to penal servitude was 2,589, being 13.4 per cent. of the number of persons sentenced per one hundred thousand of population. The population of England and Wales was then 19,257,000. Taking the year ended December 31, 1900, the number sentenced to penal servitude was 748, the estimated population 32,254,667, the number of persons sentenced per one hundred thousand of population 2.3.

Mentally Defective Prisoners.—The English Prison Commissioners have been giving close attention to the question of the weak-minded prisoners in the local prisons. It is proposed to submit them to special treatment, when from imbecility of mind they are unfit for penal discipline or for the same discipline as other prisoners. But the question will arise why feeble-minded offenders should be sent to prison at all; why they should not receive the same consideration that is now accorded to insane prisoners? A few years ago, on a visit to the Ohio State Institution for the Feeble-minded, at Columbus, Mr. Samuel J. Barrows, secretary of the New York Prison Association, found a man who had figured in all three divisions, the dependent, defective and delinquent. He had begged and been classed as a pauper; he had stolen and been punished as a thief, and finally he had been sent to the Institution for the Feeble-minded, where he belonged in the beginning, and where he was earning the cost of his living by driving a team. There are many such offenders, who are mentally defective and who need not the regime of a prison, but an institution for the feeble-minded.

The National Prison Congress.—The annual session of the National Prison Association convened in Kansas City on November

9, 1901, and remained in session for four days. The president of the association, Mr. Joseph F. Scott, superintendent of the Concord Reformatory, Mass., in his address, gave a comprehensive review of the progress of penology in the United States. Mr. Scott regards the reformatory prison for adults as the most distinctively American project of the past century in prison reform. Among other events of importance are the establishment of separate prisons for women, the adoption of the "good time" and parole laws, the inauguration of the probation system for dealing with offenders outside prisons, the adoption of the Bertillon system of measurements for the identification of criminals, and the separation of the criminal insane.

At the meeting of the Wardens' Association, which is of special interest because it is made up of men who view the subject from the inside, the annual address of the president, the Hon. Otis Fuller, general superintendent of the State Reformatory, Ionia, Mich., awakened much interest by the earnestness with which it condemned politics in prison administration, the fee system and enforced idleness of prisoners.

A new development of the congress is the organization of an association of prison physicians, who will hold sectional meetings such as are held by the Wardens' Association and the Chaplains' Association.

A committee of three, with Mr. Samuel J. Barrows as chairman, was appointed to urge upon Congress the adoption of a general parole law for United States prisoners, whether confined in federal institutions or in prisons and penitentiaries in the various states; and also the adoption of an indeterminate sentence law for United States prisoners committed to institutions, whether state or federal, in which a reformatory and graded system prevails.

Juvenile Courts.—The movement for the establishment of juvenile courts in which youthful offenders shall be entirely apart from adult criminals, is making rapid progress, and in many places, where a separate court has not yet been created by specific statutes, there is a disposition to separate the examination of children charged with criminal offences, from the consideration of other charges. In New York City, the Charter provided for the opening of a Children's Court, on January 1, 1902. In Baltimore and Cleveland, legislation is pending for a similar court. In Washington, pending action by Congress, it has been announced that one of the city judges will adjourn his court at two o'clock in the afternoon, and convene the juvenile court in its place, with a separate docket, and with closed doors. The Police Department is to report to the Board of Children's Guardians each morning at nine o'clock the names and addresses of all the juvenile offenders arrested in the city. This will give opportunity for a

representative of the board to investigate the case before the hour set for the trial of the offender and will enable an officer of the board to be present at the trial of each boy and girl, who will be in position to present facts that have escaped the police officer making the arrest.

Child-Labor in Illinois and Other States.—According to the annual report of the State Factory Commission of Illinois, the employment of child-labor in Illinois has increased 39 per cent in the last year. In 1900 the inspectors found 14,256 children at work in the factories, and in 1901 the number had grown to 19,839, an increase of 5,583. During that time the increase in manufacture was only 9 per cent. The gain in the total employed was 12 per cent or less than a third of the increase in child-labor. There were 369,894 men at work in 1901, a gain of 33,046, and 94,529 women, an increase of 12,951. Of all the labor found in the factories of the state the percentage of children was 4.1 per cent last year and 3.3 per cent the year before. The total number of convictions on account of disobedience of the child-labor law was 725.

The last report of the Iowa Bureau of Labor Statistics shows that a large number of children, some as young as ten years of age, are employed in the factories. The law now prohibits the employment of children under a certain age in coal-mines, but takes no account of child-labor in factories. Governor Shaw, in his farewell message to the legislature, recommended that there should be statutory limitation, and that the bureau of labor "should be clothed with a wise oversight, ample discretion, and plenary powers."

Some interesting facts with regard to the employment of children are coming to light in the Census Bulletins now being issued. Bulletin 99, relating to the manufacture of paper and wood-pulp in the United States, shows that while the average number of wage-earners in this industry has increased from 31,050 in 1890 to 49,646 in 1900 (59.9 per cent), the number of men employed has increased from 24,015 to 41,557 (73 per cent), the number of women from 6,767 to 7,930 (17 per cent), and the number of children under sixteen years of age so employed has decreased from 268 to 169 (36.9 per cent). The number of children employed in this industry has steadily decreased since 1870, being 836 in 1870, 666 in 1880, 268 in 1890, and 169 in 1900. The average number of wage-earners employed in all sorts of manufacturing and mechanical industries in the State of Rhode Island shows an increase of 19 per cent from 1890 to 1900, the increase among the men, however, being 29.8 per cent, among the women, 5.4 per cent, while among the children under sixteen years of age there was a decrease of 13.5 per cent. The number of children under sixteen years of age employed in manufacturing and mechanical industries in Rhode

Island was 5,861 in 1870, 7,548 in 1880, 5,825 in 1890, and 5,036 in 1900.

Institute for Medical Research.—The Rockefeller Institute for Medical Research has published a report, the first fruits of the investigations upon which nineteen special students are now engaged. The present inquiry is into the character of the milk supply of New York City. The report shows that the belief that much of the high infant mortality of the city during the summer is attributable to the quality of the milk supplied in tenement houses is well founded.

The Nurses' Congress.—The third International Congress of Nurses, which met at Buffalo, September 16 to 21, 1901, was a successful meeting and well attended. It has been said that the meeting of the first congress at Chicago, in 1893, marked the beginning of the movement for the higher education in training of professional nurses, and it is confidently expected that the recent meeting will result in a further recognition of the professional status of the nurse, and in the opening of new channels for her usefulness.

Free Lodgings in Chicago.—A municipal lodging-house has been opened in Chicago as the result of an arrangement between the City Homes Association and the Police Department. The association, by the contributions of interested citizens, raised a fund of about \$5,000, which has been employed in equipping a house and paying rent until May 1, 1902. This was done on the promise that the city would assume the cost of operation during the winter. The lodging-house occupies a four-story building, and contains new single iron beds to accommodate 225 men. Lodgers are required to register, to give a concise account of themselves with a statement of occupation, where and when last employed, with references. They are given supper and breakfast of bread and coffee, but no dinner is served, and they are not allowed to remain at the lodging-house during the day. The men's statements are investigated as far as practicable, and the man who convinces the management that he is honestly endeavoring to secure employment may remain at the lodging-house four nights, after which he cannot be admitted again for a month. An employment bureau will be conducted at the lodging-house.

The Associated Charities of Boston has made a special report on the subject of "Deserted Wives and Their Deserting Husbands." The report embodies the result of a study of 234 families well known to the society during the past year. About one in ten of the new families brought to the notice of the society is that of a deserted wife; most of these are burdened with young children. For the statistics of nationality, occupation, earnings, ages, etc., we must refer students of this subject to the original pamphlet.

The discussion of causes leads the society to the conclusion that a self-indulgent habit is at the bottom of most desertions, and that the means of prevention lie in education, not only by church and school, but in all social relations.

Whichever of the six methods following seems best, "interim relief," while we are reaching a definite conclusion, is often necessary. The character of the man, how long he has been gone, how many times a deserter, and the likelihood of his return, have carefully to be taken into account, and especially the character of the woman — not only her goodness, but her intelligence and force, her health and her skill, her capacity to serve as both father and mother — and the ability of relatives to give money or care for the children. Concerning remedies, the report says :

1. The first remedy to be considered is that of a *reconciliation* ; and this can be sought in only a small proportion of the cases, because the husband's whereabouts cannot be learned or his character is so bad that his going is a good riddance. Sometimes, where the breach between the man and the wife cannot be healed, it is possible to persuade the man to send money toward support ; but only 47 of the 234 we have been considering are known to have sent money home.

2. The second remedy considered is helping the family, by providing training or opportunity, to earn *self-support in their own home without the man's help*. The woman who can command independence and reasonable comfort for her children is more likely to deal justly by herself and them in her relations with her husband, than if the few dollars he may give his family are needed for food or rent. Securing *help from relatives* may be considered as a part of this second remedy.

3. *Caring for some of the children by charity, in order that the rest of the family may become self-supporting*. In some districts this plan is reported as not always successful, but useful in enough instances to make it worth while to keep on trying it in suitable cases. The moral effect on both wife and husband has been good. The agencies for children are more likely to see the dangers in this plan than we, since women who put their children in homes too readily without trying to support them usually go directly to such agencies rather than to us. When a woman puts her children "temporarily" into one home and then another, with short intervals between, the children have no steady bringing up or regular schooling ; and some women will put the children into homes while they need her to work for them, and take them out only when the children can work for her. Although such mothers are few in comparison with

the whole number, we must be on our guard against them for the sake of their children.

4. The fourth method is to help the woman to secure legal separation, not divorce. Out of the total number of 234, legal separation was made the condition of our society's securing relief to keep the home together in only 8 cases, and these were scattered in four different districts. By legal separation we mean a decree of the Probate Court, giving the wife the custody of her children, protection for her person, and an allowance of the man's earnings; but such a separation does not allow remarriage, and meets many of the objections to divorce. It makes the woman practically a widow with children, if she has strength of character to hold to her decision and not take the man back. To make sure that she is really in earnest, it is often suggested that she make her own application for help in getting such a separation; for, having done so, she is more likely to stand by it.

Indeed, in most cases we refrain from advising legal separation, even when we think it wise, but put the facts plainly before the woman, tell her what advantage legal separation secures and let her decide for herself. Wives often do not realize what it is possible for them to do, and the men impose their own views upon their wives' ignorance. These women need intelligent advisers, and much patient counsel is necessary to help them understand that there is any other way open than to suffer and bear children to a husband they have ceased to respect.

Legal separation is rarely secured, unless both the woman and her friends are convinced that it is needed for the protection of wife and children. Even then the plan sometimes miscarries. In a neighboring city it is reported that in two instances the woman has been on the point of securing this protection, when others who were trying to reform the man urged reconciliation. Temporary reconciliation was secured; but in at least one of these cases the result for the children has been bad, and more children have been born to an unfit father.

5. When both parents are unfit, the neglect law [of Massachusetts] makes it possible to remove the children to proper care.

6. In the cases where legal separation is secured, and in those where desertion is of long standing — if the wife is capable of serving as both father and mother — the case may be treated as if the woman were a widow, and continuous aid in the home procured, if necessary.

The responsibility of intervening with relief to keep together the family, already broken by the man's desertion, is considered a very grave one, and not to be undertaken without careful thought of the consequences. Even women who are very loth to break up their

home realize the justice of this position. The District 7 report this year gives two reasons for adopting the principle that the home should not be kept together *by relief*—“first, because it is a bad example to other men to see charity assume the responsibility belonging to a husband and father; and, second, because the wife may be secretly receiving money from her husband, as well as relief given by associations.” A third reason may be added: the husband himself is encouraged to leave whenever he will, since he finds on his return he can step at once into his old place in the home; and also a fourth reason, that the woman who receives her husband again and again after desertion is weakened in character, often acquires bad habits, and gradually sinks to his level. But in District 7, as in all others, whatever the general principle may be, there is no rule; and each case is considered on its own merits, keeping in mind the results in future years, the effect on family life and on the lives of families of which the children of these deserting husbands will be fathers or mothers.

For prevention, education in wholesome pleasures and in habits of unselfishness. For the deserting husband and father, the certainty that he will be sought out, whether in this state or elsewhere, and required to support his wife and children, and this not for a short time, but permanently. For the deserted family, all the help that ingenuity can devise toward making them self-supporting and self-respecting, whether independence may be reached in a few weeks or not until many years have passed. To these ends, for the benefit of the neglectful man, of his family, and of the community, all social forces, including that of charity, may well bend their energies.